

# **1987 Missouri BLUE RIBBON COMMISSION**

## ***on Employee Initiatives***



DSS BLUE RIBBON COMMISSION

Nancy S. Shoop (Chair)  
Personnel and Labor Relations Section

COMMITTEE CHAIRPERSONS

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Division of Family Services

W. Jean H. Franklin (Co-Chair)  
Employee Relations Compliance Unit

Communications

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Office of the Director

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Division of Aging

Interdivisional Initiatives

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Division of Family Services

Bill Carney (Co-Chair)  
Division of Youth Services

Department Mission

Jim Hair (Co-Chair)  
Division of Family Services

Chad Jordan (Co-Chair)  
Division of Child Support Enforcement

# DSS BLUE RIBBON COMMISSION REGIONS

REGION I  
Jody Branson  
Division of Family Services  
Buchanan County

REGION II  
Jim Ehley  
Division of Family Services  
Macon County

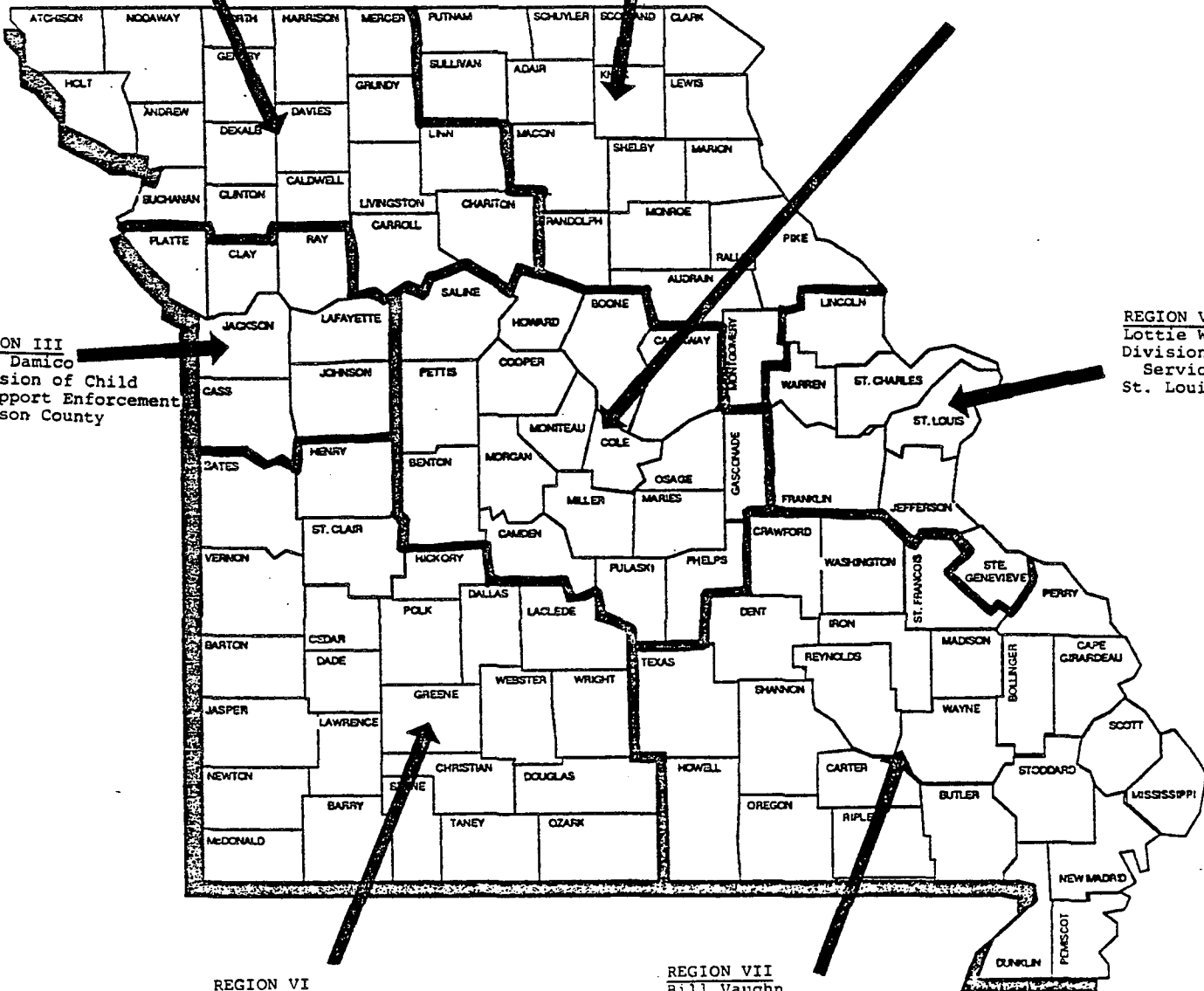
REGION IV  
Debbie Finley  
Division Aging  
Cole County

REGION III  
Dave Damico  
Division of Child  
Support Enforcement  
Jackson County

REGION V  
Lottie Wade  
Division of Family  
Services  
St. Louis City

REGION VI  
Ron Woody  
Division of Family Services  
Jasper County

REGION VII  
Bill Vaughn  
Division of Youth Services  
Butler County



## ACKNOWLEDGEMENTS

The DSS Blue Ribbon Commission Committee Chairpersons and Regional Coordinators wish to express their appreciation to all member employees who have devoted their time, and shared their knowledge, and ideas so generously. Their willingness to become involved in a cooperative and integrated approach to intradepartmental initiatives is to be commended.

### Committee on Employee Development

Cheryl Holland	Jody Branson	Donna Prenger
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Sandra Brown	Dorothy Simons	Bruce James
Bev Mosnick	Deb Finley	Linda Tragresser
Tim Decker	Virginia Allen	Helen Shore
Judy Loeffler	Jim Strong	Laura Kushner
Annie Reed	Bob Bartlett	Dave O'Dell
John Robertson	Dennis Reagan	Patricia Donehue
Barbara Pinney	Dorothy J. Adams	Beverly McCollough
Evelyn Richardson	Dwain M. Hovis	Steve Whitlock
Dave Leyland	Irene Elliot	Bill Baggett
Ed Meyers	Pam Trumpler	Debbie Rupp
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Merna Grigsby	Larry Rose	Phil DeLong
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Breman Montgomery	Edward Harrison	Greg Ezzell
Vicky Weimholt	Steve Hurt	Orville Price
Margo Sweeney	Donna Murphy	Larry Kloud
J. Joseph Lewis	Mary Jo Percy	Ed Harrison

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Ron Logan	Lottie Wade	Donna Murphy
Helen Gott	Bill Vaughn	James Davis
Jane Belanger	Dwain Hovis	Don Rahm
J. B. Lowenstein	Bill Carney	Carmen Schulze
Melody Emmert	Bob Bartlett	Marjorie Barker
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Anne Shasserre	J. D. Kemper	Jim Simmons
John Hirner	Mary Heermance	Maggie Blankenship
Herbert Painter	Mary Ann Murphy	Teri Neil
Jane Belanger	Susan Rolls	Joyce Little
Jim Kennedy	Katie Broyles	Elaine Reiter
Mary F. Creason	Becky Mueller	Connie Ward
Joyce Brown	Dave O'Dell	Jim Ehley
Mary B. Howell	Jody Branson	Jim Mahood
Cary Johnson	Gene Heaton	John Chipley
Bob Clarke	Joanne Polowy	

Committee on Departmental Mission

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Helen Womack	Jim Hair	Chad Jordan
Roger Dickson	Don Holt	Lawson Calhoun
Michael Bloemke	Curtis Hyde	Ronald Stanislaus
Ron Woody	Patricia Brown	C. S. Claybrook
Bill Vaughn	Mary Jo Percy	

The DSS Blue Ribbon Commission also thanks Evelyn Harris for assisting with the coordination of this report, Linda Peters for typing this report, Mary Ann Murphy for designing its cover, and Paul Rothove for the statistical reports.

And finally, a special thank you is extended to Dr. Michael V. Reagen for making this entire effort possible. Employees can now say with pride and purpose, "We belong here; we count."

## INTRODUCTION

The DSS Blue Ribbon Commission was established by Dr. Michael V. Reagan, Director of DSS, as a result of the Workshop Reports delivered at the first DSS Management Conference held last June at the Lake of the Ozarks.

This report contains the findings and recommendations of the four committees which comprised the DSS Blue Ribbon Commission. The four committees were: Employee Development; Departmental Mission; Communications; and Interdivisional Initiatives.

The mission of the Employee Development Committee was to evaluate the concerns and develop objectives that would enhance employees' personal job satisfaction and boost office morale. Employees are concerned with fair and equitable treatment in all phases of their jobs. The primary concerns were said to be salary inequities, lack of career development, comprehensive medical and dental insurance plans, employee recognition, inadequate training and development programs, and inconsistencies among administrative policies.

The Departmental Mission Committee took on the task of developing a Department of Social Services (DSS) Mission Statement. This Committee decided that the mission statement should be brief and to the point, generic as opposed to specific, and that it incorporate a philosophical statement. The DSS Mission Statement has been presented to the Department and Division Directors for their review, approval, and support. The mission statement -- in its design and concept -- was confidently approved by the leadership of this Department.

The Communications Committee identified barriers and sought solutions for breaking down those barriers and providing growth for a sound communications strategy, plan, and implementation of a meaningful and accurate system. The Communications Committee identified such problems as poor communications flow, lack of knowledge about other programs within DSS, poor public perception of our programs, little or no access to technical or expert advice, and field staff having little or no input regarding administrative and program policies for which they are responsible.

The committee on Interdivisional Initiatives explored the interactions of and between DSS divisions both formally and informally. The objective of this committee was to create recommendations that would cultivate conditions to support a strong cohesive organizational culture as well as creating a sense of "oneness" and promoting a sense of membership. The committee developed such options as a Uniform Referral System, development of a resource manual, uniform guidelines regarding confidentiality, and interdivisional budget sharing.

Due to the relatively short timeframe in which the DSS Blue Ribbon Commission committees had to produce, several of the recommendations and developed objectives could not be tested for feasibility, cost, and management and employee acceptance. However, the Committees are pleased with the recommendations they have produced, and are hoping that the Commission itself can continue toward obtaining these goals and objectives, or that focus groups are created to carry on with these worthwhile efforts.

## EMPLOYEE DEVELOPMENT COMMITTEE

The mission of this committee was to evaluate the concerns and develop objectives that would enhance employees' personal job satisfaction and boost office morale. Employees are concerned with fair and equitable treatment in all phases of their jobs. The following are the primary concerns:

- Salary Inequities
- Career Ladders
- Inadequate Medical, Dental, and Retirement Benefits
- Employee Recognition Awards
- Training and Development Opportunities
- No Uniform Plan for Educational Benefits
- Administrative Policy Coordination
- Sick Leave Accruals

PROBLEM: Salary inequities between and among the various divisions of the department and the various job classifications.

Numerous salary inequities are perceived to exist within the Department of Social Services (DSS) at all levels of the organization. Notable examples of these perceived inequities include the following:

- Employees with as much as 20 years tenure earning the same amount of money as employees in the same classification with six (6) months tenure; and
- Supervisors earning less than the employees they supervise.

## DISCUSSION

(NOTE: The statistics quoted in this section are based on the tables found in the appendices to this section. These figures were compiled from computer reports generated by the Division of Data Processing on different occasions. Therefore, some of the totals do not match. All other inconsistencies are due to rounding differences. The table comparing DSS to other state departments is based on information from a report compiled by the Office of Administration/Division of Personnel.)

The perceptions of substantial salary inequities within DSS does appear to be supported by the data. Exhibit 1 of this section shows the salary range and step distribution of DSS employees. Nearly half (43.1%) of the total DSS



employee population is paid at the "C" step rate for their respective salary ranges. Predictably, the vast majority of those employees have less than 5 years tenure in their respective classifications. However, a substantial percentage (15.2%) have between 5 and 10 years tenure. A smaller but perhaps more alarming percentage (3.4%) have worked in their classifications for 10 or more years and are still being paid at the "C" step of their salary range.

As further support to the reality of these perceived salary inequities are the following facts:

- Only 34.7% of the 855 employees with 10 or more years tenure in their classes are on the "H" step of their salary range.
- 65.3% of the 855 employees with 10 or more years tenure in their classes have received at best a one-step increase for every two years of services; most of these employees have received increases less often than that.
- 42.1% of employees with 5 - 10 years tenure in their classes are paid at the "C" step rate for their salary ranges.
- 57.3% of employees with 5 - 10 years tenure have never received a salary increase after their end-of-probationary increase.

In addition to the inequities based on differences in tenure, there are also several instances of salary inequities based on supervisory/subordinate roles. For example, individuals occupying the County Director I classification supervise Income Maintenance Supervisors I. Both classifications are on Range 19. This results in a counterincentive for promotion and advancement, and these situations exist in a significant number of instances throughout the department.

The underlying reasons for these salary inequities include:

- Lack of automatic salary advances based on tenure;
- Use of the promotional formula which results in relatively large salary advancements for individuals who are promoted quickly in comparison to employees in the same class who prefer not to, or are unable to, receive promotions beyond that class;
- Inconsistent repositioning of selected job classifications;
- Inconsistent and sporadic merit increases, and
- Flat dollar amount cost-of-living increases.

#### RECOMMENDATIONS

- All future cost-of-living salary advancements should be made in percentage as opposed to flat dollar amounts. Flat dollar amount

increases result in a compression of the pay plan and minimize salary differentials between supervisory and subordinate staff.

- Request funds to begin to correct the existing inequities based on the following criteria:

06 months tenure	-	one step above induction
05 years tenure	-	two steps above induction
10 years tenure	-	three steps above induction
15 years tenure	-	four steps above induction
20 years tenure	-	five steps above induction
25 years tenure	-	six steps above induction
30 years tenure	-	seven steps above induction

In this plan, all regular status employees with a salary below the level prescribed by the above formula would be adjusted accordingly. If funds were not available for the entire amount needed, employees should receive increase according to class tenure beginning with the highest tenured employees. This incremental progression would continue annually until an employee ultimately reached the top of the pay scale for a particular range. The criteria would be applicable only to regular status employees with overall performance appraisal ratings of "successful" or better and with no "improvement expected" ratings in any area. Once all inequities were corrected, such employees could receive a one-step increase annually.

- Review the FY89 repositioning plan for inequities as some crucial job classifications have been omitted; i.e., Caseworkers, Assistant Area Directors, etc.

#### PROBLEM/ISSUE: Inadequate Medical and Dental Benefits

The State of Missouri, as an employer, provides the same benefits to all employees regardless of each employee's varying needs and interest.

#### RECOMMENDATION

As part of the State's total compensation system, DSS should recommend to the Division of Personnel and the Personnel Advisory Board, that they entertain the idea of eclectic, or cafeteria style, benefits. Each year, the State of Missouri spends millions of dollars on benefits for state employees. DSS employs over 7,000 employees with various needs and interests. Employee benefits are viewed as one portion, albeit an important one, of the total compensation system. The various elements of the total compensation system, including employee benefits, should be effectively analyzed, planned, coordinated, and balanced to help meet the needs and desires of employees while, at the same time, meeting the State's compensation objectives. Many private employers use cafeteria style benefits packages whereby employees choose the benefits that are most important to them. For instance, some employees may not want to accrue sick leave at the current rate and would rather trade sick

leave for more annual leave. Other employees may be more interested in health insurance than retirement, and still others may want day care provisions.

This committee proposes that a core component of mandatory benefits should be established for the health and welfare of employees, and which are considered to be necessary, such as basic life, health, and long term disability insurance. Thereafter, several benefit options could be developed. Employees could be given the option to choose among elective "packages" that would be most beneficial to their particular needs. This would require some additional tracking and monitoring; however, our limited research indicates that cafeteria style benefits are less expensive overall if properly managed.

#### PROBLEM: Employee Recognition Awards

The current "Employee of the Month" program is not taken seriously. Employees are being awarded special recognition for simply doing their jobs well. There are no clear cut guidelines established for employee recognition at local or state level. There is no uniformity among employee recognition, rewards, and awards.

#### DISCUSSION

The desire to obtain recognition can become a powerful need that employees strive to fulfill. Successful organizations have long recognized the impact that employee recognition has on performance and behavior. The old adage "People work for money, but they live for recognition" is a prime example of this philosophy.

Several approaches toward employee recognition need to be implemented. There are those situations where an employee is recognized by his or her peers; those which emphasize teamwork and unity of office staff; those in which a group of employees put forth extra effort during a particularly demanding project or under stressful timeframes; and so forth. The bottom line is: there needs to be more communicated and demonstrated "appreciation" of employees by all level of management; extra efforts should not go on without recognition.

#### RECOMMENDATIONS

There are several avenues which were explored for the various types of employee recognition programs. Each of the programs and recommendations are listed as follows:

- Tenure Awards: Recognition for tenured employees should be uniform throughout the divisions in the Department. Tenure recognition should be given in increments of five years with the following awards recommended:

- I. 5 Years: A framed "Departmental" certificate with reference to the division. This would enable all departmental services, regardless of current divisional employment, to be recognized. Certificates would be signed by the Department Director and Division Director, and presented in "group" divisional gatherings by the Division Director at specific times during the year, such as Christmas, the annual DSS Management Conference, or during field/office visits.
  - II. 10 Years: Wooden plaque with DSS logo and brass plate inscribed with appropriate wording. Plaque to be presented by Division Director at "group" divisional gatherings, or at the times specified above.
  - III. 15 Years: An "add-on" plate for the 10 year wooden plaque. Division Director will present this award on or near employee's actual anniversary date.
  - IV. 20 Years: "Add-on" plate for wooden plaque and special DSS tenure pin. Presentation of this award will be made by Department Director in the Director's Office on a monthly basis. Employees will be brought in once a month for the occasion.
  - V. 25 Years: "Add-on" plate for wooden plaque and presentation of a "silver anniversary" tray or bowl. Presentation of these awards will be by the Department Director in the Director's Office on a monthly basis. Employees will be brought in once a month for the occasion. Honored employees will have lunch with Department and Division Directors.
  - VI. 30 Years: "Add-on" plate for wooden plaque and special DSS tenure pin with precious stones. Award will be presented by the Department Director at the employee's divisional location on or near their anniversary date.
  - VII. 35 Years: "Add-on" plate for wooden plaque and wrist watch with service/tenure pin embedded in band.
  - VIII. 40 Years: "Add-on" plate for wooden plaque plus "Anniversary" ring with four stones, and proclamation issued by the Governor. Awards will be presented by the Department and Division Directors in the Governor's Office during a special Proclamation ceremony during the month of the anniversary date. The employees and their families will be brought in for the event.
- "Employee of the Month" Program: This existing employee recognition program should be publicized to generate more participation. Steps to encourage this would be delegated to the DSS Productivity Committee. The Committee's suggestions include:
    - \* The DSS Productivity Committee preparing an article to be printed in the DSS Journal outlining the Employee of the Month

Program and the newly created "group" recognition awards program. The article should emphasize the payroll "stuffer" that will be distributed with the employee's next paycheck.

- \* A "stuffer" with employee paychecks. Incorporate a letter from Dr. Reagen with an "attention getting" flier and an actual nomination form so that each employee has the opportunity, and the form, upon which to nominate a fellow employee. The DSS Productivity Committee will then assess the success of this endeavor within the succeeding three months.
- \* The DSS Productivity Committee using the FYI newsletter on a monthly basis to remind employees of the deadline for submitting "Employee of the Month" nominations.
- Day to Day Recognition: It is important to recognize staff for doing their job well. Too often, "successful" employees are taken for granted which often leads to motivational and morale problems.

Letters of commendation should be sent to these employees. These letters should be sent by the Division Director upon the recommendation of one or more of the employees' supervisors (NOTE: Several Committee members stated that one of the Division Directors had recently established such a recognition and awareness program which was genuinely appreciated in the county offices).

## CONCLUSION

The members of the seven regional Employee Development Committees believe that these recommendations could be easily implemented on a department-wide basis. It may take some administrative staff time from the divisions and the Personnel and Labor Relations Section to effectively administer a uniform program; however, the Committee believes the benefits of improved employee morale and motivation would outweigh any administrative costs.

Although the analysis of the costs for such recognition ideas is still in the process of being completed, it was the consensus of the Committee that the dedicated service of state government employees needs to be recognized. It is our hope that all recommendation made by the DSS Blue Ribbon Commission will be viewed with an open mind and implemented whenever administratively possible.

PROBLEM: Lack of Departmental Coordination in the Areas of Training and Employee Development.

There needs to be a more equitable distribution of resources within DSS to allow training in all areas. Currently, there is very limited upward mobility for staff due to the lack of preparation for assumption of management

roles. DSS needs to develop a "Management Development Plan" which might include the following:

- Management Internships
- Job Exchange or Rotation
- Job Enrichment
- Executive Development

#### PROCESS AND DISCUSSION

Government agencies are required to be more efficient, more effective, and more accountable. However, employees are not trained in the areas needed to carry out these requirements, such as public relations, cost effectiveness, image building, and proving worthy of the resources allotted to our programs. A major training problem is the lack of funds allocated for these needs. Conferences and seminars are viewed as side benefits and rewards as opposed to being needed for the good of the program or service delivery. Managers and trainers do not receive the necessary refresher courses in order to stay on top of program changes or state-of-the-art training and development techniques.

#### RECOMMENDATIONS

The recommendation listed here is a supplement to the recommendations made by the Communications Committee and Interdivisional Initiatives Committee.

DSS Should establish a comprehensive training program conducive to the needs of employees when in the following career development phases:

- Entry Phase - A break-in time period when the new employee will achieve a journeyworker's level (i.e., adequate working level of operational competence);
- Specialist Phase - A period where the employee concentrates on performing a set of specific work assignments involving technical and work skills;
- Generalist Phase - A period where specific technical skills are less important and more supervisory responsibilities are involved;
- Management Phase - A period where the employee assumes responsibilities for administering and directing work operations, for managing the execution of programs, and for the formulation of plans for future organizational action.

Mandatory core training components should be established for each phase of employees' career development. Employees would be required to complete the core components before being able to advance to the next "phase" of training. If an employee wanted to be promoted, he or she would have to satisfactorily complete the training courses prior to being promoted, or at least before the completion of his or her probationary period.

The establishment of a well staffed DSS Training Unit would be the best and most appropriate approach for success. However, the initial cost of establishing such a unit may be substantial. The next alternative would be a "functional approach" in which trainers from all DSS divisions would have a portion of their time allocated to this purpose. This "functional approach" is certainly workable in organizations which operation under a matrix system.

#### PROBLEM/ISSUE: Inconsistent Departmental and Divisional Policies

Administrative policies need to be clearly written and followed uniformly. These policies should apply to all employees within DSS just as the merit rules apply to all merit system employees. This issue was raised separately by all four committees.

#### RECOMMENDATIONS

- Divisional manuals should comply with the DSS Administrative Manual. The Personnel Officers should review the current Divisional policies to make certain that the divisional policies support DSS policies. Necessary revisions should then be made.
- Establish consistency between Divisional manuals and the DSS Administrative Manual. The consistency should eliminate the use of the grievance procedure to clarify policies. Too many grievances are inappropriately filed over policy issues.
- The DSS Administrative Manual should drive all administrative policy development. The Departmental manual should establish generic policy for all Divisions. The Divisional manuals could then clarify the policy to meet specific operational divisional needs such as flex time.
- An Advisory Committee should be established to review whether the Department should mandate that certain issues and policies be covered in training sessions.
- A review of policy development and grievance issues should be implemented. A review of policy questions and grievances should be conducted on an annual basis. This information would be utilized to determine where further policy clarification is needed at the Departmental and/or Divisional level. This review could also assist DSS in identifying policy and procedure problems as well as management problems.

- Employees may not understand the differences between rights and privileges (e.g., flex time). A flier could be developed by the Personnel & Labor Relations Section to inform all employees of their rights vs. privileges and refer them to the appropriate section of the DSS Administrative Manual. The flier could be distributed with the paychecks, or be incorporated as an article in the DSS Journal.

A major dichotomous department/division issue raised during the committee meeting was one of no uniform plan for the educational leave/tuition program. Continuing Education programs are not applied uniformly throughout DSS. Some division have funds for education, and others do not. There is almost no consistency or criteria established for determining who, if anyone, will be approved for continuing education. There needs to be a worker profile maintained regarding the training and education an employee has received and still needs. This information needs to be available to supervisors for assessing the need for further training.

PROBLEM: There is Little Incentive to Accrue Sick Leave

Employees who use all of their sick leave, in essence, receive more pay than those who do not. Currently, MOSERS will only exchange 42 days (or 336 hours) of unused sick leave for one month of creditable service toward retirement benefits providing the employee works until retirement. It appears that employees consciously spend down their sick leave prior to separation or retirement. The probable cause is that sick leave is not payed off at the time of separation. Table 1 at the end of this report shows that 52% of separating employees have a sick leave balance of less than 25 hours. In addition, more employees leave with a sick leave balance of zero than any other single group of employees.

The average tenure of DSS employees is over 10 years. However, Table 2 indicates that 28.5% of currently employed employees have a sick leave balance of less than 50 hours. Furthermore, nearly 75% of DSS employees have a sick leave balance of only 400 hours, or 10 weeks yet they accrue at a rate of 120 hours per year. During 1986, female employees used an average of 80 hours of sick leave per year and males used an average of 64 hours per year.

RECOMMENDATIONS

The following options should be considered for a more equitable sick leave management system and as an incentive program:

- Receive full pay for unused sick leave at retirement while employed;
- Pay off unused sick leave above a specified ceiling;
- Convert unused sick leave to annual leave at a ratio of 4:1 or 2:1;
- Do away with all sick and annual leave and establish "personnel leave" which employees can use as desired upon approval;



- Day for day exchange of used sick leave toward retirement.

In addition, a positive attendance management program should be explored and implemented in an effort to reduce sick leave usage. For the program to be effective; it should contain the following components:

- A commitment to a positive approach that recognizes that the majority of employees are dedicated and manage their time in a responsible manner.
- A focus on increasing the amount and quality of service rendered as opposed to just reducing sick leave usage.
- A broad approach which puts attention on fitness, wellness and employee assistance, while making a commitment to integrate these efforts into an overall management strategy to improve attendance practice.
- A application of a variety of techniques which may include:
  - Strong support for the program from the top down
  - Aggressive programs to publicize the effort
  - Recognition of those with good attendance practice
  - Employee involvement at all levels
  - Training programs for supervisors and managers
  - Incentive programs which reward those with good attendance
  - The establishment of good recordkeeping systems so that results can be effectively tracked and monitored.

The conceptual framework of the positive attendance management program should be based on monetary incentives, have sound recordkeeping and data analysis, focus on promoting wellness, and educate and train staff on the positive and rewarding aspects of such a program.

An additionally related, although separate, issue regarding state employees' retirement was brought forth. The formula for determining the actual retirement benefits to be received by retirees is substandard. The monthly dollar amount of retirement benefit does not support a conducive standard of living. Some employees have postponed retirement awaiting the outcome of a more favorable retirement package.

DSS should actively support a 2% retirement formula as opposed to the present 1.33% formula, by working with MOSERS and the General Assembly during this next fiscal year to ensure passage of any necessary laws.

PROBLEM: Lack of Career Ladders and In-Job Career Advancement Opportunities

This concern was divided into two major categories:

- Within class or class series; and
- Within the organization.

There are not in-class or class series advancement opportunities available to many DSS employees. Examples brought forth were Caseworkers and Residential Care Facilities (RCF) Inspectors. Some employees do not want to supervise; however, they do want to be given more responsibility and pay and still be able to remain in their current classification. One problem with the state's merit system classification and pay plan is that it pays employees according to the complexity and responsibility of the job and does not take the volume of work into consideration. The structure of DSS on a county or regional basis can also be problematic and thwart the employees' and agency's attempt at career development. For example, in a small county office with relatively few staff, employees have no opportunity to gain the required supervisory experience needed for advancement. (e.g. one year of supervisory experience is required to be County Director, and yet, the County Director is the only supervisory position in the County).

RECOMMENDATION

The entire DSS classification and accompanying pay plan system needs to be extensively reviewed and analyzed. A task force comprised of all DSS Personnel Officers, a representative group of County Directors, and representatives from the most utilized DSS classifications (e.g. Caseworkers, Social Service Workers, Youth Specialists, and Clerk Typists) should be established. This task force could work cooperatively with the OA/DP Classification Section toward implementing a sound and accurate classification system for DSS. One of the major goals of this task force should be to provide all DSS employees with career ladders and genuine promotional and in-career advancement opportunities.

CONCLUSION

For the information and benefit of all employees, supervisors, and managers having access to this report, the Employee Development Committee has included charts and tables within this report or after its conclusion. These statistics support the findings of the Employee Development Committee as they relate to the problems and issues raised by the DSS employees and members of the DSS Blue Ribbon Commission.

SALARY RANGE AND STEP DISTRIBUTION  
OF DSS EMPLOYEES

RANGE	STEP							TOTAL # OF EMPLOYEE	% OF TOTAL
	B	C	D	E	F	G	H		
5	10	6	1	5	0	0	1	23	.5%
6	107	263	30	20	17	14	37	488	7%
7	17	69	16	11	13	22	38	186	3%
8	43	193	33	18	16	23	80	406	6%
9	13	45	21	17	13	17	75	201	3%
10	0	17	4	3	1	3	8	36	.6%
11	118	171	38	27	23	18	52	447	6%
12	4	19	9	11	8	10	36	88	1%
13	3	3	2	0	1	0	1	10	.2%
14	0	36	28	1	3	0	3	71	1%
15	2	3	0	1	0	0	1	7	.1%
16	224	1203	314	175	124	88	108	2236	32%
17	10	16	6	2	4	5	10	53	1%
18	104	683	162	97	68	44	53	1211	17%
19	17	66	73	60	67	67	95	445	6%
20	15	82	19	19	15	9	25	184	3%
21	12	28	27	35	21	9	21	153	2%
22	20	68	23	21	26	23	35	216	3%
23	1	16	13	9	17	20	31	107	2%
24	6	13	17	16	16	15	16	99	2%
25	1	5	12	14	8	13	18	71	1%
26	6	4	2	5	7	5	12	41	1%
27	1	2	11	16	9	16	25	80	1%
28	0	0	1	3	5	5	10	24	.5%
29	0	0	1	2	3	5	8	19	.5%
30	0	1	0	1	4	2	8	16	.3%
31	1	0	0	0	0	3	14	18	.3%
32	0	0	0	0	0	0	3	3	.0004%
33	0	0	0	0	0	0	1	1	.00015%
Total Employees	735	3012	863	589	489	436	825	6940	100%
% of Total	11%	43%	12%	8%	7%	7%	12%	100%	

SALARY RANGE AND STEP DISTRIBUTION  
FOR ALL MERIT SYSTEM EMPLOYEES  
(AS of JULY, 1987)

	Total No. of Employees	Number of Employees at Each Step of the Range						
		B	C	D	E	F	G	H
<u>Office of Administration</u>	871	73	189	204	109	104	66	126
<u>Department of Public Safety</u>								
State Emergency Management Agency	18	2	3	1	2	4	0	6
Division of Water Safety	73	4	31	9	6	4	2	17
Division of Veterans Affairs	411	35	264	36	35	24	11	6
<u>Department of Economic Development</u>								
Missouri Housing Development Commission	42	2	7	4	3	2	6	13
Division of Tourism	30	1	6	11	4	4	2	2
Office of Public Counsel	8	1	3	0	2	1	1	0
Division of Job Development and Training	32	5	7	2	1	2	7	8
<u>Department of Labor &amp; Industrial Relations</u>								
Division of Employment Security	1,789	77	70	75	73	67	87	1,340
Division of Workers Compensation	5	0	0	0	1	0	1	3
Division of Labor Standards	20	6	1	4	1	4	1	3
<u>Department of Natural Resources</u>	1,006	99	489	199	95	55	43	26
<u>Department of Mental Health</u>	10,585	2,733	2,510	1,083	1,101	919	878	1,361
<u>Department of Corrections and Human Resources</u>	3,694	539	2,140	464	204	138	113	96
Board of Probation and Parole	790	98	417	74	56	38	50	57
<u>Department of Health</u>	1,061	112	398	133	107	104	73	134
<u>Department of Social Services</u>								
Division of Medical Services	125	14	32	17	8	19	19	16
Division of Family Services	5,060	388	2,429	542	403	349	313	636
Division of Youth Services	502	24	202	133	34	29	20	60
Division of Aging	498	41	175	97	74	52	27	32
Division of Child Support Enforcement	288	32	152	26	22	15	18	23
Support Services Divisions	441	33	86	51	61	52	48	110
<b>TOTALS:</b>	27,349	4,319	9,611	3,165	2,402	1,986	1,786	4,080

MERIT SYSTEM SALARY DISTRIBUTION  
OF DSS EMPLOYEES  
BY OCCUPATIONAL GROUPS

STEPS

Occupational Groups		B	C	D	E	F	G	H	Total
Offical and Administrators	#	8	6	9	18	20	29	66	156
	%	5.1	3.9	5.8	11.5	12.8	18.6	42.3	100.0
Professionals	#	408	2119	584	439	361	282	404	4597
	%	8.9	46.1	12.7	9.6	7.9	6.1	8.8	100.0
Technicians	#	2	19	11	9	14	17	9	81
	%	2.5	23.5	13.6	11.1	17.3	21.0	11.1	100.0
Paraprofessional	#	99	219	118	20	17	13	19	505
	%	19.6	43.4	23.4	4.0	3.4	2.6	3.8	100.0
Office and Clerical	#	213	622	141	105	83	99	338	1601
	%	13.3	38.9	8.8	6.6	5.2	6.2	21.1	100.0
Skilled Craft Workers	#	0	1	0	1	1	0	3	6
	%	0.0	16.7	0.0	16.7	16.7	0.0	50.0	100.0
Service Maintenance	#	5	28	4	1	3	3	11	55
	%	9.1	50.9	7.3	1.8	5.5	5.5	20.0	100.0
<hr/>									
TOTAL	#	735	3014	867	593	499	443	850	7001
	%	10.5	43.1	12.4	8.5	7.1	6.3	12.1	100.0

Note: Percentage figures rounded to nearest 10th.

DSS EMPLOYEES BY CLASS TENURE AND  
PAY RANGE STEP

		PAY RANGE STEP								
<u>CLASS</u>	<u>TENURE</u>	B	C	D	E	F	G	H	TOTAL NO. of EMP.	% OF TOTAL
Less than										
2 years		675	1146	280	122	105	104	135	2567	37.0%
2-5 years		54	1289	314	221	184	146	232	2440	35.2%
5-10 years		6	454	144	123	107	78	166	1078	15.5%
10 or more years		1	103	112	127	107	108	297	855	12.3%
TOTAL EMPLOYEES		736	2992	850	593	503	436	830	6940	100%
% of TOTAL		10.6	43.1	12.2	8.5	7.3	6.3	12.0	100%	

MERIT SYSTEM TENURE OF DSS EMPLOYEES

<u>TIME</u>	<u>NO. OF EMPLOYEES</u>
6 months or less	424
7 months - 2 years	1004
2 - 5 years	1660
5 - 10 years	1597
10 or more years	2275
<u>TOTAL</u>	<u>6960</u>

EMPLOYEES WITH LESS THAN  
2 YEARS TENURE (IN CLASS)  
BY PAY RANGE AND STEP

RANGE	STEP							TOTAL # OF EMPLOYEE	% OF TOTAL
	B	C	D	E	F	G	H		
5	9	2	0	0	0	0	0	11	.4%
6	91	106	13	7	3	5	11	236	9%
7	17	28	4	4	2	1	4	60	2%
8	42	95	10	6	8	4	13	178	7%
9	12	19	11	5	5	3	1	56	2%
10	0	3	1	1	0	1	1	7	.3%
11	100	47	18	6	9	7	4	191	7%
12	7	11	4	2	0	4	5	33	1%
13	3	1	0	1	3	0	2	10	.4%
14	0	37	29	4	5	1	11	87	3%
15	2	0	0	0	0	0	0	2	.08%
16	209	378	102	14	7	10	11	731	28%
17	11	14	4	1	1	3	3	37	1%
18	96	271	16	10	10	6	4	413	16%
19	16	27	30	12	8	11	7	111	4%
20	15	29	2	5	3	0	2	56	2%
21	11	15	5	6	5	0	1	43	2%
22	20	33	7	5	12	15	7	99	4%
23	1	11	2	4	8	5	8	39	2%
24	5	9	9	9	3	3	5	43	2%
25	1	4	6	5	4	7	7	34	1%
26	6	3	2	3	0	3	4	21	.8%
27	0	2	4	9	5	10	10	40	2%
28	0	0	1	1	2	1	2	7	.3%
29	0	0	0	1	1	1	3	6	.2%
30	0	1	0	1	1	0	5	8	.3%
31	1	0	0	0	0	3	3	7	.3%
32	0	0	0	0	0	0	0	0	0%
33	0	0	0	0	0	0	1	1	.04%
Total Employees	675	1146	280	122	105	104	135	2567	100%
% of Total	26%	45%	11%	5%	4%	4%	5%	100%	

EMPLOYEES WITH  
2-5 YEARS TENURE (IN CLASS)  
BY PAY RANGE AND STEP

RANGE	STEP							TOTAL # OF EMPLOYEE	% OF TOTAL
	B	C	D	E	F	G	H		
5	0	1	1	1	0	0	0	3	.1%
6	16	101	5	2	5	2	4	135	6%
7	0	35	6	4	6	11	16	78	3%
8	0	75	11	4	4	6	17	117	5%
9	0	16	6	3	3	5	6	39	2%
10	0	7	0	0	0	0	1	8	.3%
11	19	125	15	18	11	8	22	218	9%
12	0	6	3	4	5	3	14	35	1%
13	0	2	1	0	0	0	0	3	.1%
14	0	0	3	0	2	1	6	12	.5%
15	0	2	0	1	0	0	0	3	.1%
16	10	409	62	35	26	17	17	576	24%
17	0	2	1	1	2	1	3	10	.4%
18	7	406	132	84	57	37	45	768	31%
19	1	29	20	13	16	12	14	105	4%
20	0	28	9	2	5	2	8	54	2%
21	1	9	8	15	12	3	9	57	2%
22	0	26	10	6	5	6	7	60	2%
23	0	3	4	3	3	11	7	31	1%
24	0	5	5	5	7	9	6	37	2%
25	0	1	6	10	1	2	3	23	1%
26	0	1	0	1	5	1	1	9	.4%
27	0	0	6	7	4	3	9	29	1%
28	0	0	0	1	2	2	2	7	.3%
29	0	0	0	1	1	3	3	8	.3%
30	0	0	0	0	2	1	3	6	.3%
31	0	0	0	0	0	0	9	9	.4%
32	0	0	0	0	0	0	0	0	0%
33	0	0	0	0	0	0	0	0	0%

Total Employees	54	1289	314	221	184	146	232	2440	100%
% of Total	2%	53%	13%	9%	8%	6%	10%	100%	



EMPLOYEES WITH  
5-10 YEARS TENURE (IN CLASS)  
BY PAY RANGE AND STEP

RANGE	STEP							TOTAL # OF EMPLOYEE	% OF TOTAL
	B	C	D	E	F	G	H		
5	0	2	0	0	0	0	0	2	.2%
6	0	51	11	5	4	1	4	76	7%
7	0	2	3	4	3	4	2	18	2%
8	1	21	15	8	6	9	23	83	8%
9	1	9	4	7	3	6	15	45	4%
10	0	5	2	2	1	2	3	15	1%
11	0	0	2	4	3	2	14	25	2%
12	0	1	2	3	3	2	11	22	2%
13	0	0	1	0	1	0	1	3	.3%
14	0	0	0	1	0	1	5	7	.7%
15	0	1	0	0	0	0	0	1	.1%
16	4	328	62	43	22	10	14	483	45%
17	0	1	0	0	1	0	2	4	.4%
18	0	5	6	3	2	1	0	17	2%
19	0	3	11	16	28	15	23	96	9%
20	0	15	8	11	5	6	10	55	5%
21	0	3	6	5	1	3	5	23	2%
22	0	6	3	7	6	2	12	36	3%
23	0	1	4	2	6	3	4	20	2%
24	0	0	3	1	5	2	3	14	1%
25	0	0	0	0	2	2	2	6	.6%
26	0	0	0	1	2	1	5	9	.8%
27	0	0	1	0	0	3	1	5	.5%
28	0	0	0	0	1	1	1	3	.3%
29	0	0	0	0	1	1	1	3	.3%
30	0	0	0	0	1	1	0	2	.2%
31	0	0	0	0	0	0	2	2	.2%
32	0	0	0	0	0	0	3	3	.3%
33	0	0	0	0	0	0	0	0	0%
Total Employees	6	454	144	123	107	78	166	1078	100%
% of Total	.6%	42%	13%	11%	10%	7%	15%	100%	

EMPLOYEES WITH  
10 OR MORE YEARS TENURE (IN CLASS)  
BY PAY RANGE AND STEP

RANGE	STEP							TOTAL # OF EMPLOYEE	% OF TOTAL
	B	C	D	E	F	G	H		
5	0	0	0	3	0	0	1	4	.5%
6	0	3	1	6	5	6	18	39	5%
7	0	3	3	0	2	6	16	30	4%
8	0	0	0	0	0	2	27	29	3%
9	0	0	0	2	3	3	52	60	7%
10	0	0	0	0	0	0	0	0	0%
11	0	0	0	0	0	1	10	11	1%
12	0	0	0	0	0	0	11	11	1%
13	0	0	0	0	0	0	0	0	0%
14	0	0	0	0	0	0	6	6	.7%
15	0	0	0	0	0	0	0	0	0%
16	1	91	87	83	69	51	65	447	52%
17	0	0	0	0	0	0	0	0	0%
18	0	2	3	1	8	3	5	22	3%
19	0	3	10	19	15	29	51	127	15%
20	0	0	0	2	1	1	6	10	1%
21	0	1	8	9	3	3	6	30	4%
22	0	0	0	2	1	0	6	9	1%
23	0	0	0	0	0	0	3	3	.4%
24	0	0	0	0	0	1	1	2	.2%
25	0	0	0	0	0	2	6	8	.9%
26	0	0	0	0	0	0	2	2	.2%
27	0	0	0	0	0	0	5	5	.6%
28	0	0	0	0	0	0	0	0	0%
29	0	0	0	0	0	0	0	0	0%
30	0	0	0	0	0	0	0	0	0%
31	0	0	0	0	0	0	0	0	0%
32	0	0	0	0	0	0	0	0	0%
33	0	0	0	0	0	0	0	0	0%

Total Employees	1	103	112	127	107	108	297	855	100%
% of Total	.1%	12%	13%	15%	13%	13%	35%	100%	

Table 1

SICK LEAVE BALANCE UPON SEPARATION  
July 1, 1986 - June 30, 1987

<u>NUMBER OF HOURS</u>	<u>NUMBER OF SEPARATIONS</u>	<u>PERCENT (%)</u>
0 to 25	407	52
26 to 50	87	11
51 to 100	70	09
101 to 200	67	08
201 to 300	45	06
301 to 400	18	02
401 to 500	16	02
501 to 600	11	01
601 to 800	15	02
801 to 1000	13	02
1001 to 1200	09	01
1201 to 1400	12	02
1401+	19	02
Total	784	100
Mean	165 hours	
Median	25 hours	
Mode	0 hours	
Range - 0 to 2545 hours		

Table 2

DISTRIBUTION OF ACCURED SICK LEAVE  
BALANCES FOR DSS EMPLOYEES

<u>SICK LEAVE ACCURAL RATES (HOURS)</u>	<u>NUMBER OF EMPLOYEES</u>	<u>PERCENT (%)</u>
0 to 50	1993	28.5
51 to 100	867	12.4
101 to 200	987	14.1
201 to 400	1328	19.0
401 to 600	568	8.1
601 to 800	370	5.3
801 to 1000	384	5.5
1001 to 1200	156	2.2
1201 to 1400	139	2.0
1401+	203	2.9
Total	6995	100.0

## INTERDIVISIONAL INITIATIVES COMMITTEE

PROBLEM/ISSUE: Lack of Consistent and Coordinated Actions Among  
DSS Divisions -- Both Administrative and Programmatic.

Many issues may impact upon the policies and personnel of the various divisions within the Department of Social Services (DSS) regardless of the clientele who are served by the division or the uniqueness of a divisional program. Such concerns are often overlooked due to a division's natural inclination to address its own needs or interests first. The DSS Blue Ribbon Commission, Committee on Interdivisional Initiatives was charged with the task of identifying the common areas of need that are departmental yet cut across divisional lines.

Identifying such needs form the basis of actions to be taken for the mutual benefit of both our employees and our clients. Developing recommendations and solutions that address these needs will improve the ability of the Department to serve clients, develop a feeling of employee cohesiveness, elevate employee morale, and improve communications.

Identifying mutual interests can lead to the elimination of duplication among programs, pinpoint potential interdivisional budget and policy issues, bring consistency in policy guidelines, and provide comprehensive access to training opportunities for departmental personnel.

### PROCESS AND DISCUSSION

The Committee on Interdivisional Initiatives was composed of various DSS divisional representatives statewide. Working as independent, although coordinated regionalized groups, the Committee consistently identified similar concerns when discussing and developing issues and recommendations appropriate to the Committee. The following observations were presented for consideration by almost every regional committee or subgroup:

- (A) The need for a regular process to identify and discuss overlapping, policy and budget issues.
- (B) The need for the development and establishment of a uniform policy on confidentiality issues.
- (C) The need to identify and publicize available program and management training opportunities that cut across divisional lines.
- (D) The need to identify and publish a listing of the key budget, policy, and program personnel in each division by area of expertise.
- (E) The need to bring divisional administrative manuals in line with the Social Services Administrative Manual.

- (F) The need to provide clients with swift and accurate information and referral to appropriate services.
- (G) The need to broaden and increase contacts and exchanges among employees of the various DSS divisions.
- (H) The need to assess the volunteer programs utilized within DSS.

#### RECOMMENDATIONS

- A) A regular schedule of budget or policy sessions between divisional representatives should be held. This would provide a mechanism to identify areas in which several divisions could cooperatively propel and support united efforts such as appropriate budget requests, legislative initiatives, or program changes that impact upon more than one division. In addition, interdivisional committees or task forces should be established to do comprehensive planning on short, intermediate, and long range goals and objectives. These committees would include field staff familiar with our services and service delivery.
- B) Uniform policy guidelines need to be developed and established regarding the issue of confidentiality. These guidelines should cover situations governing information shared between the applicable divisions as well as information to be shared with external agencies.
- C) A department-wide training calendar should be published on a regular basis and provided to DSS employees in an effort to afford them an opportunity to take advantage of appropriate training. If opportunities are not available within their own division, employees would possibly be able to locate and attend applicable training programs in another division. This effort could serve as a powerful tool for communicating DSS values, programs, and methods as well as promoting a sense of membership among DSS employees.
- D) A "Resource Directory" identifying and cross-referencing departmental programs by division and listing the names of key personnel responsible for those programs, their location(s), telephone numbers, etc. This directory should be made available for use by DSS staff. These "Resource Directories" would encompass such areas as budget, legal, personnel, policy, and specific programmatic areas of the various divisions. This effort should be coordinated at the Department level with extensive input from the various divisions.
- E) Divisional administrative policies and guidelines should be reviewed and clarified to eliminate contradictions and repetitions, with Departmental administrative policies and guidelines. The DSS Administrative Manual should set the administrative policies with minimum and maximum parameters, while the divisional manuals should

be more operational. Both the departmental and divisional policies should be coordinated and issued simultaneously (if applicable) to avoid confusion and conflict. In addition, the terminology used in the manuals should be consistent (i.e., "performance appraisals" versus "service ratings").

F) A Uniform Referral System should be developed and implemented to provide all DSS clients with the ability to readily obtain information which would direct them to the services they require and for which they are eligible. This could incorporate the following items:

- Use of the Resource/Key Personnel Directory.
- Publication of brochures or pamphlets.
- A "shopping list" for clients regarding the available benefits of particular programs, agencies, etc.
- Development of a computerized reference system to provide immediate answers to client questions and concerns.

G) Intra and interdivisional professional and "cultural" exchange programs should be established for employees. Suggested programs for member contact could be:

- Formal arrangements, such as regularly scheduled meetings, for frequent contact and sharing of ideas and decision-making processes in order to encourage a unified organizational growth, and to facilitate and initiate the dispersion and sharing of information.
- Participatory and decision-making/sharing sessions, on both a local and statewide basis, to promote, nurture, and perpetuate the mission of DSS as well as expanding organizational integration and growth.
- Interdivisional coordination processes in which employees of the various divisions and locations meet to discuss such topics as management of intergroup coordination, and conflict of program management strategies.
- Personal exchanges such as job-sharing, job-rotation, and job-enrichment; or mentoring, networking and peer information sharing.

H) A focus group or ad hoc committee could be commissioned to explore the possibility and feasibility of expanding volunteer programs utilized by DSS facilities. This concept needs to be promoted and fostered in an effort to supplement (not supplant) some of the services offered by DSS.

## CONCLUSION

Recommendations A through E are considered to be goals that could be obtained or accomplished within a short timeframe (within 12 to 18 months). A coordinating or overview committee should be maintained to assure that these goals are achieved.

Recommendations F through H are objectives which can be realized, but over a longer period of time (beyond two years). In particular, development of a referral system, fully crossed-referenced and computerized, would take an outlay of considerable time and expense to implement. In the interim, appropriate brochures and pamphlets could be developed as a way to help refer clients to appropriate services.

The Interdivisional Initiatives Committee, as well as the DSS Blue Ribbon Commission, genuinely believes that the proposed recommendations are desired, needed, and are purposefully beneficial to this Department and the clients it serves. Our firm desire is for these recommendations to be carefully reviewed, considered, and implemented by those persons with the capability and expertise to do so.

## COMMUNICATIONS COMMITTEE

The Department of Social Services (DSS), comprised of 1000 employees in the Home Office and nearly 6,000 employees in the field offices throughout the state, recognizes the difficulties involved in communicating issues, ideas, and the rationale behind discussions vertically within divisions and across divisions as a department. Employees who have served on various communications committees of this Blue Ribbon Commission have identified barriers to the flow of information and have made the following recommendations. The issues discussed in this section are diverse, but one word sums up the sentiment expressed by all of the recommendations and that is "openness." Several areas have been identified as barriers to sound communications within the Department and between the Department and the community.

### PROBLEM: Lack of Training in Communications and Public Relations

The lack of proper training for new employees and management trainees in the skills of communications lead to poor information flow within the office structure and between the office and the public. In addition, training in the area of effective public relations is, for the most part, unavailable to most employees.

### DISCUSSION

Of the 381 different job classifications utilized within DSS, 99.9% reference required knowledge, skills, and abilities in the areas of communications and public relations. Job specification phrases ranging from "ability to establish and maintain effective working relationships with employees and the general public", for the clerical series to "thorough knowledge (and use) of public relations techniques and practices", for upper level administrative and managerial positions describe these requirements. However, most employees have not obtained these skills as part of their formal education. Very often, these are skills which must be obtained through on-the-job experience or by trial-and-error.

### RECOMMENDATION

Training courses in the areas of public speaking, communications, and public relations should be developed and included in all DSS training programs as part of a DSS Management Development Plan. In addition, DSS should request that the Office of Administration/Division of Personnel (OA/DP) incorporate these courses as part of OA/DP's Mandatory Management Training Rule. Included in these core training courses would be sessions on corresponding with the media, as well as practical ideas on how to promote and maintain open communications among staff.



PROBLEM/ISSUE: Lack of Frequently Issued Printed Material

There exists the need for a short, frequently issued newsletter for the DSS employees as well as the need to put the DSS Journal on a more frequent schedule. These issues were identified early on in the work of this Blue Ribbon Commission. The result was the creation of FYI, a weekly newsletter printed by the Office of Communications, and the introduction of bimonthly mailings of the DSS Journal. Initial feedback from field staff has indicated a positive and supportive reaction to these efforts.

RECOMMENDATION

The sharing of information via newsletters should be encouraged among the divisions of the Department, but should not be made mandatory. The Department newsletter, FYI, and the DSS Journal have been rated as good and is supported by the regional committees and this effort should continue. The mailing of newsletters and the DSS Journal to advocacy groups is strongly encouraged and should be continued as well. All DSS Journal Correspondents and individual employees are strongly encouraged to submit articles and information on an on-going basis.

PROBLEM: Field Staff Has No Input on Policies -- Both  
Administrative and Program.

Although this issue overlaps with the Employee Development and Interdivisional Initiatives Committees of the Commission, the communications aspects of policy development cannot be ignored. Employees do not feel that they have been allowed input on new policy development or policy reform, especially on controversial issues.

RECOMMENDATION

The formation of a central policy advisory committee should be considered. These committee members could comment and seek the opinions of their co-workers on policy proposals, although the committee would not have the power of final approval. It is very important that field staff participate on this committee. Although only one regional committee recommended the formation of a central policy committee, almost all of the regional committees suggested some type of employee review of new policy or policy reform.

PROBLEM: Little Sharing of Information, Equipment, Training,  
etc., between DSS Divisions.

A significant lack of on-going sharing of information and resources, such as equipment, facilities, training packages, trainers, consultants, etc., was identified as problematic. Territorialism should not continue, especially during times of limited resources. The DSS divisions need to start sharing and coordinating resources and information on clients to enhance the coordination of our services to clients and families. For organizations committed to

a matrix arrangement, resource and information sharing and coordinating is essential.

#### RECOMMENDATION

The Personal Manager and DISOSS could be used for developing and cataloging information regarding the sharing of DSS equipment, facilities, conference and meeting rooms, training programs, computer hardware, and programs, with a contact name of a person who can arrange the use of these articles appearing in the listing. It would also be helpful to have these systems display schedules of events, such as training, scheduled for certain physical locations. Many of the DSS support functions such as finance, general services, personnel, legal, and data processing, could coordinate and oversee resource sharing operations with the actual hands-on sharing and coordination being delegated to facility managers. In addition, a sound communications strategy and plan of action is needed for effective and efficient sharing of relevant information. This applies to both the formal and informal channels of communication. DSS Divisions need to bond with one another and create a greater, unique whole.

PROBLEM: Field Staff Often Feels Isolated From Home Office Administration.

Upper level management does not convey all the information on particular issues to lower levels. Home Office may request data without giving reason why, and to whom it is going, and in what context.

#### RECOMMENDATION

All DSS staff need open lines of communication; access to expert and technical advice such as legal, purchasing, and personnel without always going through long, time consuming chain of command; and, the reasons why decisions are overturned at higher levels. Participatory and democratic management practices should be a cardinal rule within DSS. The employees' contributions in participatory management operations should be limited by their capability to abstract, think conceptually, and project into the future. Employees can contribute significantly to DSS within the range of their knowledge, skills, abilities, and experience. As a general rule, employees should be invited to participate by raising issues, ideas, and suggestions. Middle and upper levels of management should then make the decisions about these ideas and suggestions and shape them into programs for action.

This management concept builds and supports a sense of membership in which employees can claim some ownership in the organizational development of DSS.

PROBLEM: Public Perception

The general public is often unaware of the many programs and services provided by DSS. Often, public perception is based on negative and detrimental media coverage. This has, in the past, forced the Department into a reactive rather than proactive position.

RECOMMENDATIONS

- Local managers should be encouraged to meet with advocacy and community-based groups to make supportive presentations on DSS programs.
- The graphic presentation of the Department should be improved. For example, some local county or facility offices use a generic letterhead and rubber stamp or type current information on the paper. This presents a poor public and professional image. With our own printing facilities, the cost to correct this identified need should be insufficient in comparison to the improved professional perception.
- If properly trained, staff at the local level can actively work at improving the public perception of the Department of Social Services. Employees should receive training in such specific areas as working with the news media, how to prepare for radio or television interviews, as well as effective public speaking and interpersonal relations skills. In addition, all DSS employees should attend a comprehensive departmental basic orientation enabling employees to understand and appreciate their roles within the agency.
- Staff at the local level should be kept informed of the agencies directions and policy. Staff should be advised of new programs, changes, and so forth, prior to notifying the public. This would allow better representation of the agency and reduce any type of conflicting information. This should also reduce creditability problems, which is especially necessary when dealing with budget items.

PROBLEM: Regional Managers are not meeting and Communicating on a Frequent Basis

Employees identified the issue of meeting with each other in their regional/geographic locations and even within local offices as a need in order to coordinate services and to enhance the feeling of each division belonging to this Department.

RECOMMENDATION

Regional meetings should be encouraged among all DSS division employees on a frequent basis in order to share information and build networks.

## CONCLUSION

Participative management and open reflective communications may have some pitfalls and unrecognized limitations. However, it is certainly better to involve people (employees, advocacy groups, citizens, educators, clients, etc.) in the issues, in varying ways. It is important for executives, managers, and supervisors to know what people can contribute and to what extent this is possible and probable. Organizations, like social groups, do best for themselves and for their constituents when they build a sense of community based on shared interests. It is functionally sound for an organization to develop a sense of common purpose. And the types of communications that transpire within an organization are central to its development and survival.

## DEPARTMENTAL MISSION

### PROBLEM: Underdeveloped Departmental Identity

The Department of Social Services (DSS) has existed for some time without a departmental identity and departmental mission statement. Every organization, including DSS, has a culture which encompasses the interaction of the organization's formal and informal aspects and which provides a sense of identity for its members. Mission statements bond organizational cultures. The desired culture and sense of identity depend a good deal on how purposeful the organization's efforts have been in forging such a bond and the accompanying culture and identity.

### PROCESS AND DISCUSSION

Developing a DSS Mission statement was much more difficult than one might have imagined, especially developing one that embodies the very essence of the agency and its members. When developing and drafting the mission statement, the Departmental Mission Committee discussed whether the mission statement should or must:

- Be generic enough to cover the whole department and state our ideology;
- Provide clear cut direction;
- Emphasize the avoidance of dependency [among clients];
- Be compatible with the needs of employees as well as the service population;
- Reflect program integrity, goals, objectives and direction;
- Articulate the philosophy of DSS positively and emphatically, thereby communicating to employees that they are the driving force of the department;
- Include a Code of Ethics;
- Be based upon or drive a long range plan;
- Be top/down and/or bottom/up; but more importantly, supported throughout the organization;
- Address the meaning of the mission statement for each division in terms of its specific goals, objectives, programs, etc.;

- Reflect human dignity, state motto, primary reason for serving clients, professionalism, efficiency, treatment;
- Be comprehensible and understandable by employees, clients, and the public;
- Be philosophical as opposed to directional which drives goals and objectives.

Developing a sense of departmental identity supports cohesiveness in two (2) important ways. First, it reflects both the symbolical and operational aspects of the organization such as preferable principles, standards, and codes of ethical behavior with which members can identify. Second, a sense of departmental identity must be disseminated and supported so as to promote and foster cohesiveness. This is completed by communicating and institutionalizing the core values, principles, and standards of the agency to all of its members.

The Departmental Mission Committee set forth to produce a mission statement that was brief and to the point, generic as opposed to specific, and incorporated an organizational philosophical statement. The Committee also decided that the following four (4) factors should be considered:

- 1) Defining the major priority of the Department of Social Services.
- 2) Building team effort and employee morale.
- 3) Developing and reinforcing our managers and supervisors to be leaders in the agency, as well as their communities.
- 4) Creating a true mission, one that is followed daily by everyone as a guide for action and purpose.

## CONCLUSION

Knowing that the Department of Social Services exists to provide a continuum of integrated social services to qualified Missourians, and knowing that it is dedicated to improving the well-being of Missouri's poor, neglected, disadvantaged, ill and abused adults, adolescents, and children, the Departmental Mission Committee presents the DSS Mission Statement:

To maintain or improve the quality of life for the people of the State of Missouri by providing the best possible services to the public, with respect, responsiveness and accountability, which will enable individuals and families to better fulfill their potential.

## CONCLUSION

More than almost any other factor, management involves people. Regardless of the economic and technical resources at a manager's command, most of a manager's leverage is derived through his or her ability to select, organize, develop, and motivate other people. Quite literally, managers accomplish their work through the work of other people. The secret of this particular power lies in the concept of confidence. Unless managers are genuinely able to develop their own confidence in the capabilities of other people, and express and act upon this confidence, almost every attempt to direct or control their activities will ultimately be unsuccessful.

Confidence, while mainly an emotional characteristic, can be happily nurtured by intellectual development. Of course, it grows slowly. Confidence begins with the acknowledgment that mistrust of others stems from fear of them, and that most of our fears are ungrounded. Typically our fears are rooted in a mistrust of the unknown. Simply finding out more about people and getting to know them helps to remove these misgivings. With mistrust removed, it is natural to develop a respect for an individual, if only a respect for his or her prerogative as a human being in search of his or her place in the world.

Once we respect people and recognize the value of their contributions to life, it is easier to grant them the amenities of communications. Management does so by keeping employees and associates abreast of conditions and developments that may affect their daily work or their careers. It is a bigger step forward, however, when a manager shows the mettle of his respect for employees by giving them work to do that challenges their skills, intellect, or integrity. Work that demands that a person call upon his or her unfulfilled potential raises self-esteem. When a person accomplishes what is difficult, his or her regard for himself or herself as well as for the manager who challenged them also rises. Challenges to a person's inner reserves are best made systematically through the process of delegation. Assignment to an employee of a task that might be considered only the prerogative of his or her superior is a fine expression of confidence.

The ultimate challenge in the work place is that of participation. In this relationship, a manager offers to share his or her responsibilities with an employee. An employee develops, together with the supervisor, the way in which the job should be carried out and, at the highest level, the goals of the job itself. When managers reach this peak relationship with employees or associates, they have generated and expressed the maximum in confidence. This feeling will be returned in kind by the affected people. And what is important from a clientele viewpoint, the manager working through others will be exerting maximum force in the delivery of services.